Whole of System Review of Protection in Humanitarian Crises

SURVEY ANALYSIS REPORT

FEBRUARY 2015

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Executive Summary

Background

This survey is part of the Whole of System Review of Protection in relation to Humanitarian Action. The objective of the survey was to benefit from the views of a broad cross-section of humanitarian and other individuals on issues relevant to an effective and protective approach to humanitarian concerns in conflict and disaster settings. The survey was designed to gather perspectives on the characteristics of the humanitarian response system for protection; how that humanitarian system is functioning in practice; and what actions are needed to achieve protection outcomes in the humanitarian system.

Method

The research team developed the survey questionnaire with 22 questions including quantitative and qualitative questions. Using the online tool FluidSurveys, the survey was distributed to an estimated 10,000+ potential respondents through 10 distribution channels selected to provide a broad and representative pool from which to draw respondents. Respondents participated in the survey voluntarily. Data gathered through this survey reflects the views and insights of a cross-section of diverse stakeholders rather than a pre-selected, purposive sample that would guarantee representation across organisational and regional lines. In total, 829 responses were received. 425 respondents completed the survey answering all of the multiple choice questions. Approximately 250 provided qualitative responses. A selection of qualitative responses are included in the main body of the report.

Analysis

Results of the survey are reported for each question. The analysis identifies issues, trends and perspectives across the survey population. In addition, analytical filters, such as organisational affiliation, years of experience, regional location, and primary area of work, are used to cross reference data and identify different perspectives and potential bias within the respondent pool. Where appropriate, another filter was used to compare the perspective of those working specifically in protection (including child protection, gender based violence, and housing, land, and property) with those actors working in other areas of the humanitarian system.

The report presents a narrative and figures summarising the responses obtained from the survey pool. Figures and data that reveal trends within different sub-groups of the survey population are provided where appropriate.

Findings

Overall, there was a high level of variability in the perspectives of humanitarian actors. This is perhaps consistent with the diversity of the survey pool which includes responses from actors working in a range of sectors and agencies within and beyond the humanitarian system.   The survey pool was divided in opinion, for instance, on the extent to which current protection programmes are accountable to affected populations.

Survey respondents indicate that a range of contextual trends impede the achievement of protection outcomes and exacerbate protection problems. Although responses vary, there is a shared concern over the politicization of humanitarian programming and the role of parties to the conflict from a protection perspective.

The survey revealed areas of congruence in respondents' perspectives and common challenges affecting the humanitarian system. This is particularly true of the organisational challenges affecting actors across the system; there was broad consensus around the human and financial resourcing challenges that organisations experience and the need for training and capacity development of humanitarian staff. The importance of senior management and leadership was also emphasized by respondents. Generally, respondents suggested

that an organisational culture that is committed to addressing protection issues strongly influenced senior management support for protection.

Respondents indicated, overwhelmingly, that the categorization of different groups and protection problems affects the way that humanitarian priorities are determined. However, the survey pool was divided on which groups and which issues should be, or are given, priority.

In addition to these challenges, respondents expressed concerns over the need for effective coordination between and across agencies within the humanitarian system and particularly on protection. As such, the need for a clearer understanding of what protection is and the implications of this for improved mainstreaming of protection comes through in the survey responses.

The main body of the report also includes findings on the following areas considered by the survey: general trends affecting the protection system; the role of humanitarian actors in reducing protection problems; humanitarian actions that strengthen response; changes in the policy framework; effectiveness of humanitarian tools; organisational approach to protection work; methods used to measure protection outcomes; and stakeholder approach to disasters compared with conflict.

Introduction

This survey is part of the Whole of System Review of Protection in relation to Humanitarian Action. The Review was initiated by the Global Protection Cluster Task Team in line with the IASC (Inter-Agency Standing Committee) Principals' Statement on the Centrality of Protection. The objective of this Review is to assess the performance of the humanitarian system in achieving protection outcomes, with a view to identifying measures to ensure the centrality of protection in humanitarian action. The objective of the survey was to benefit from the views of a broad cross-section of humanitarian and other individuals concerned with humanitarian action in crisis and disaster settings. It focuses on issues relevant to an effective and protective approach to humanitarian concerns in conflict and disaster settings.[1]

Process:

The research team developed the survey questionnaire with 22 questions.[2] The task team provided verbal and written comments informed the design of the survey which was sent out through ten different distribution channels (Table 1).

From December 16 to January 16, 2015, a pool of an estimated 10,000+ potential respondents received the questionnaire. A reminder was sent out on January 7, 2015 to encourage additional responses. Given the diversity of distribution channels, it is not possible to calculate the precise number of potential respondents who would have received the survey in order to determine the response rate.[3]

A total of 829 responded to the survey. Our analysis counted all responses, even if they only responded to one question. 425 people completed the survey, answering all of the multiple-choice questions. Approximately 250 provided responses to the qualitative questions.[4]

Method

Sampling strategy:

Distribution channels were selected to provide a broad and representative pool from which to draw respondents. However, respondents participated in the survey voluntarily and therefore data gathered through this survey is based upon a random sample of stakeholders rather than a pre-selected, purposive sample that would guarantee representation across organisational and regional lines.

Table 1: Survey distribution channels
● The GPC all mailing list
● IASC mailing list
● PoC mailing list
● Inter Action all mailing list
● BOND mailing list
● ICVA mailing list
● VOICE mailing list
● OCHA to HCs and HCTs
● HPN
● OHCHR to human rights groups

Analytical approach

Data from the responses was synthesised to identify overall trends and perspectives across the respondent pool. This provides the basis for the headline findings for each section. In addition, analytical filters, allowing for cross-referencing of data, were used to carry out analysis and identify different perspectives and potential bias resulting from organisational

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[1] As noted in the inception report the online survey "*provides the opportunity to extend consultations beyond those interviewed during the inception phase and field missions and reach out to persons that have been directly, indirectly or not otherwise involved in protection, including those undertaking stand-alone activities, those involved in the provision of material support responsible for mainstreaming protection and, ideally, secure views across a wide range of levels, actors and contexts. Obtaining diverse and wide-ranging opinions on key issues is an element of the team's effort to reconstruct key trends and challenges to securing effective protection outcomes. (pg 17)*"

[2] The survey includes 13 quantitative questions and 9 qualitative questions. A pilot questionnaire was sent to ten people from November 24-30, of these ten people, five persons, including academic and operational professionals, provided feedback. Based upon their feedback, a draft was submitted to the Task Team representatives, including staff from the Norwegian Refugee Council, Office of the UN High Commissioner for Human Rights and InterAction. These three groups provided feedback on the articulation of questions, the scoring used, the structure and flow of the questionnaire and to make substantive suggestions about the content of the survey.

[3] According to the survey tool we used, FluidSurveys, the average response rate for Email Surveys is 24.8% and considerably less, where you are working with a difficult to reach sample Group. Response Rate Statistics for Online Surveys (2014) http://fluidsurveys.com/university/response-rate-statistics-online-surveys-aiming/

[4] As there were no 'forced responses', all of the questions were optional, therefore respondents were permitted to decide which questions they would answer resulting in some questions with a higher number of responses than others. Based upon this, the response rate for each of the questions ranged from a minimum of 100 to 512 with the greatest number of responses provided for the first page of the survey questions 1-5. The average number of responses to multiple choice questions is 473 and the average number of responses to qualitative questions is 269 (Annex 1).

affiliation of the respondents, the nature of the work, and level of experience of the respondents in the humanitarian system. Given that UN agencies and INGOs made up a considerable portion of respondents, some of the analysis provided in this report is tabulated for each of these organization types in comparison with all respondents.

Another filter included distinguishing between **Protection specific and Other Humanitarian** actors' feedback**.** For the purposes of analysis, and reflecting global humanitarian architecture, "Protection specific" is inclusive of those who work in both the broader protection sector and the Child Protection, Gender Based Violence, Housing, Land and Property, Mine Action areas of responsibility (as self-identified in Question 1e). "Other Humanitarian actors" includes those who work in multi-sector, advocacy, camp coordination, disaster risk reduction, early recovery, education, emergency, food security, health, logistics, nutrition, policy, shelter, water and sanitation, and other areas.

Regional trends were also considered, according to where respondents were based. And finally, the number of years of experience respondents have within the humanitarian sector is a filter that is selectively applied throughout the analysis to provide longitudinal perspective on changes experienced within the system.

For the qualitative analysis, recurring themes are identified and comments addressing issues that are mentioned by multiple respondents are summarised; to provide a basis for comparison and grounds for interpretation, the number of mentions of key themes is included. In addition, to illustrate the issues that are discussed, direct quotes from respondents are included on occasion.

Bias and Limitations

As previously mentioned, respondents to the survey were not a purposive sample designed to represent the composition of the humanitarian system as a whole. As such, the team recognises that the responses may disproportionately represent certain institutional or sector affiliations that may introduce some bias to the findings.

Although the survey was distributed widely, the team notes that some of those who received the survey may not have been able to respond to the survey due to time constraints and limited access to the internet. It is also important to note the survey was released over a difficult time of the year with many people taking leave for some of the period the survey was live.

Profile of Respondents

Respondents were asked to provide (optionally) the following general information:

a. Who are you?
b. Gender
c. Type of organisation or constituency
d. Years of experience in humanitarian sector
e. What activities/tasks are your primary focus?
f. Region where you currently work
g. Where are you based? (e.g. Headquarters/Field)
h. Are you employed as…National/International/Other

General information was gathered from respondents to understand the profile of the survey population and to determine the level of representation by gender, institutional affiliation, geographic location etc.

Gender breakdown and institutional affiliation

Of the total number of respondents, 49% were female and 51% were male. The majority of respondents (36%) were from UN agencies. Of the 8% of respondents who indicated that they were from an 'Other' type of organisation, 30% of these identified as belonging to the UN Secretariat or a specific UN agency (e.g. UNOCHA) which raises the relative

representation of UN agencies to 38% of total respondents[5]. The second largest group of respondents were affiliated to International Non-Governmental Organizations (INGOs) with 30% of total responses followed by respondents affiliated with the Red Cross/Red Crescent (12%). Only 1% of survey participants were from affected groups, local authorities and academic organisations/think tanks respectively.

Level of experience

Overall, the pool of respondents had a reasonable level of experience with the humanitarian system with 70% having 6 or more years of experience in humanitarian action. Of these, 46% had over 10 years of experience in humanitarian action and 14% had more than 20 years of experience in the humanitarian system. Responses from those who have long-term engagement in this sector provide some valid insights both on the evolution of the humanitarian system and its contribution to protection outcomes.

Focus of work

The survey questionnaire defined 20 different activities/tasks within the humanitarian system and asked respondents to identify the two areas that are the primary focus of their work. The five main areas of work represented by respondents were Protection, Multi-sector, Coordination, Advocacy, Child Protection, and Gender Based Violence. The least represented areas were shelter, housing and property, nutrition, and emergency telecommunications.

Overall, protection was the main focus of work for 63% of the respondents (this includes all those directly engaged in protection (37%), as well as those working specifically on Child Protection (12%), Gender Based Violence (10%), land and property (2%), and mine action (2%) issues. 20% of respondents indicated that they had a multi-sector focus or that more than two specific topics were their primary focus. Only 1% of respondents indicated that nutrition and emergency telecommunications were a primary focus. Other areas of concern, which were not listed in the survey, and were identified by multiple respondents, included livelihoods (2%), monitoring (1%), and gender as a cross-cutting issue (1%).

Regional representation

The survey received responses from across the globe. The highest proportion of responses were received from Africa (32%), Asia (22%) and the Middle East (17%). The responses spanned East and West Africa with more limited representation from Southern Africa. Responses received from Europe amounted to 9%, the Americas 6% and Oceania 1%; 13% of respondents indicated that they were based globally (Figure 1).
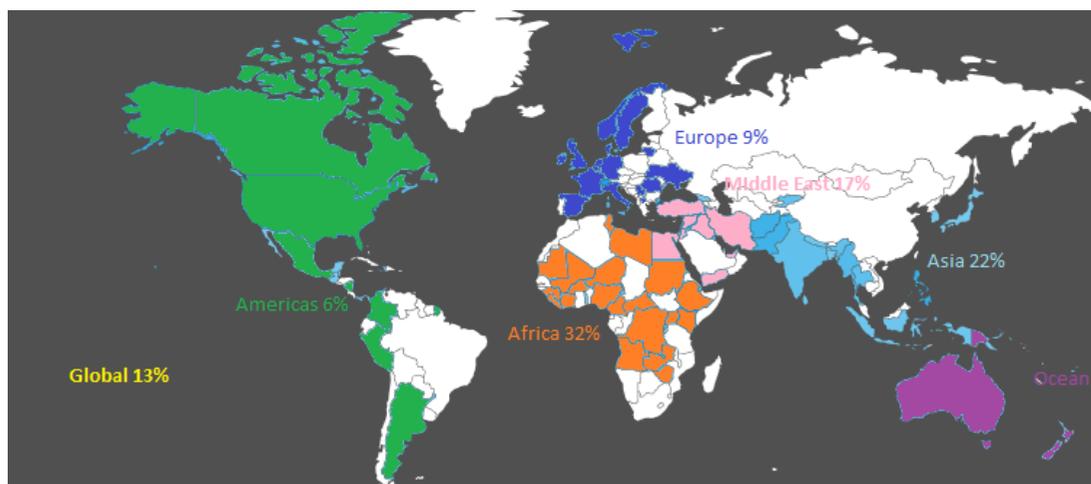
Figure 1: Map of Respondents tracked by FluidSurveys[6]

Across all regions, most respondents (37%) indicated that they were based out of a National Office and 24% were based out of Headquarters; 1% of respondents stated that they were based out of a "*Field Office*".

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[5] While respondents did not always provide their organizational affiliation within the UN, there is significant representation from FAO, OHCHR, MINUSTAH, UNHCR, NHCR, UNOCHA, UNFPA, UNICEF, WHO, WFP; Of the INGOs involved, there is strong representation from the Norwegian Refugee Council, Danish Refugee Council, World Vision, Oxfam, Save the Children, Handicap International

[6] The survey did not receive responses from the areas that are unshaded (white)

Nature of contract

A majority of respondents (64%) indicated that they are employed as International workers followed by 31% that are employed as nationals. For those remaining 5% who indicated that they were neither contracted as international nor national employees, there was wide variation in the nature of the contract including some who identified as consultants, activists, incentive staff, community monitors, and standby partners. A higher proportion of respondents affiliated with UN agencies indicated that they were contracted as international employees (41%) as compared with INGO workers (27%). National UN Agency affiliates constituted 27% of respondents as compared with 32% of INGO national employees.

Protection General

1. What trends generate or exacerbate protection problems? Contextual, External, and Internal

Survey participants were asked to identify what trends generate or exacerbate protection problems while indicating, from a list of four options, what they consider to be the most critical issue from each of the categories contextual, external and internal.[7]

Contextual trends:

The changing nature of warfare (asymmetrical, targeting civilians) was identified as the most important contextual trend (44% of respondents) followed by the increased number of non-state armed groups (23%). Other situations of violence including civil unrest and urban violence were considered to be a critical contextual trend by 13% of respondents. Disasters were considered to be a less important contributing factor to protection problems (11% of respondents).

There was some variation by sector where more than 50% of respondents working in Education (59%), Mine Action (57%), and Policy (57%) considered the changing nature of warfare to be the most critical trend spanning those working specifically in protection and those working in other areas of the humanitarian system. Perhaps unsurprisingly given the focus of their work, nearly half of respondents (43%) working in Disaster Risk Reduction signalled that the increased severity of disasters associated with natural hazard events is the most important contextual trend exacerbating protection problems (as compared with the overall rate of 11%).

Several respondents also mentioned the politicization (or instrumentalization) of humanitarian aid as a contextual trend exacerbating protection problems. This includes system-wide difficulties in settings where the state is a party to the conflict as well as the polarization of communities in crisis situations.

External trends:

The use of humanitarian programmes to advance political or military agendas was considered to be the most critical external trend leading to worsening of protection problems by a clear majority of survey participants (54%). The perception that humanitarianism is Western driven was also a critical external factor according to 33% of respondents.

Other issues that were highlighted by respondents as important external trends were donor priorities and demands that can impede protection gains. Specifically, respondents suggested that humanitarian programming is influenced by donor demands rather than needs assessments and context analysis. Also, donor fatigue with protracted humanitarian engagement was seen to detract from the effectiveness of programming. Also, weak government capacity to support humanitarian efforts was identified as an issue adding to protection problems.

The perception that humanitarianism is Western driven was held by 41% of UN Agency affiliates. Limitations imposed by counter-terror legislation were considered the most important external trend (37%) by respondents affiliated with INGOs. Amongst respondents who have over 20 years of experience in the Humanitarian sector, the view that humanitarianism is

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[7] Respondents were given 5 options for contextual trends, 3 options for external trends and 4 options for internal trends.

Western driven was considered to be the most important external trend (47% of respondents with over 20 years of experience as compared with an overall rate of 33%).

Internal trends

Nearly half of respondents (43%) indicated that lack of access and insecurity for humanitarian personnel was the most important internal trend associated with protection problems. Very few respondents (5%) found that increased use of remote management tools was a leading factor contributing to protection problems. The most significant (internal) trend exacerbating protection problems identified by respondents (in their qualitative responses) is a lack of resources (technical, human, financial) where there is a high level of humanitarian need and lack of access. In the qualitative re: Figure 2   of UN funding was identified by several respondents as a contributing factor to the response gap experienced in humanitarian settings.

Another issue that spans both the internal and contextual arenas is the lack of agreed analysis of protection problems coupled with weak coordination between agencies. As one respondent stated: "*Protection agendas are often driven by mandate and funding. Clusters are not fully empowered on the basics of protection and not able to understand the value added [of the protection agenda].*"

Lack of access and insecurity of humanitarian personnel was decisively identified as the most critical internal trend by more than half of respondents working in Mine Action (57%) and Shelter (67%). Actors working specifically on **Protection** felt that prioritization of institutional interests over humanitarian concerns was the most critical issue. Actors working in other Humanitarian areas felt that lack of coordination between humanitarian and development actors was the more important issue (for both, after the bigger issue of lack of access and insecurity).

Other respondents commented on the challenges facing the wider humanitarian community*:*
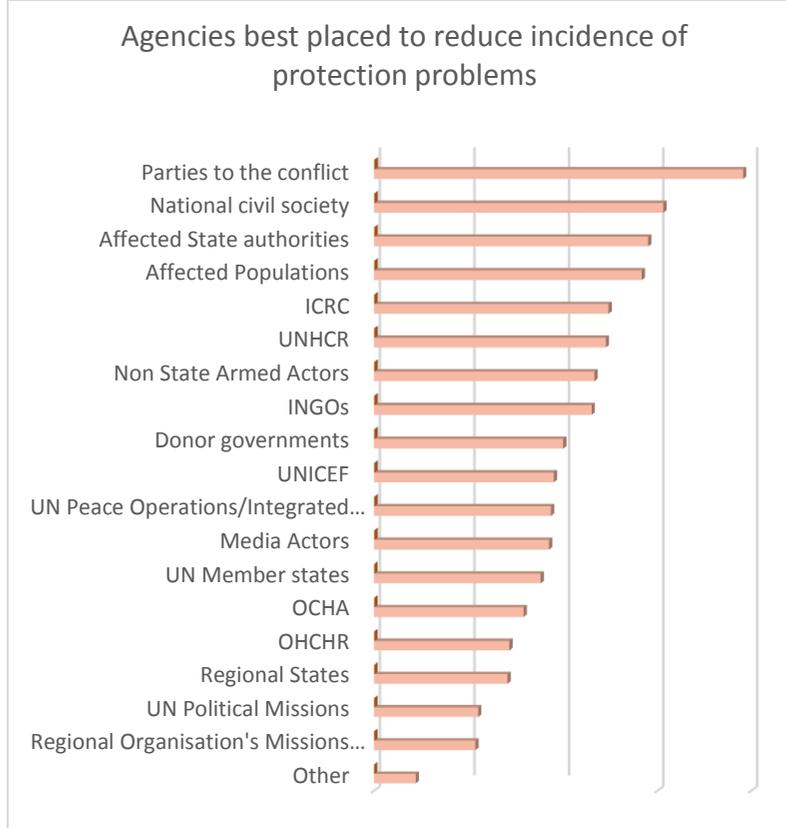
> *Protection challenges may be exacerbated when the humanitarian community does not appropriately or adequately address certain issues which may be the core protection issues in a given situation (e.g. violations of international human rights and humanitarian law) out of fear that this might jeopardise humanitarian space. When these issues are not addressed promptly with relevant stakeholders, in particular national state and non-state actors, it becomes increasingly difficult to then find the space to contribute to preventing and putting an end to these problems, which may actually be amongst the principal root causes of the humanitarian crisis. In this way, it is difficult to break the cycle of violence leading to chronic humanitarian needs*.

Role of Humanitarian Actors

2.   What agencies or actors are best placed to reduce the incidence of protection problems?

Respondents overwhelmingly identified parties to the conflict and national actors as the stakeholders best placed to reduce the incidence of protection problems (76%).[8] This was followed by affected state authorities (60%), ICRC (57%), and Non-State Armed Actors (55%); UN bodies (including OCHA, OHCHR, and UN Political missions were considered to be best placed to reduce incidence of protection problems by less than one third of respondents (Figure 2).

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[8] Given that respondents selected all that were applicable, the total % exceeds 100%. This should be interpreted as the per cent of total respondents that selected each of these agencies/actors

Agencies best placed to reduce incidence of protection problems

Parties to the conflict
National civil society
Affected State authorities
Affected Populations
ICRC
UNHCR
Non State Armed Actors
INGOs
Donor governments
UNICEF
UN Peace Operations/Integrated...
Media Actors
UN Member states
OCHA
OHCHR
Regional States
UN Political Missions
Regional Organisation's Missions...
Other

In comparing the perception of agencies best placed to reduce protection problems, UN respondents perceived their role of higher importance at 47% compared with 24% of INGO respondents' perception of the UN's role. The assertion that all agencies have a role to play also came out clearly in the qualitative feedback to this question.

Humanitarian actions strengthening response

> 3. What Humanitarian actions facilitate the realization of positive protection outcomes?

Respondents were asked to identify the action(s) that facilitate the realization of positive protection outcomes a) for the **humanitarian system as a whole**), b) for **their organizational response** and c) then to describe what other actions shape their organization's ability to achieve, or contribute to, outcomes.[9]

For the **Humanitarian System**, the key actions respondents primarily identified, even if by a narrow margin, were mainstreaming protection in all clusters/sectors (20%); these were closely followed by the self-protection strategies of those directly affected by crises/disasters (19%) and use of local knowledge and capacity (14%). Following this, there was an even distribution amongst other actions that were seen to help realize positive protection outcomes: Effective coordination of the specific humanitarian strategy and approach, prioritization of protection in Strategic Response Plans, Leadership: ERC, IASC, HC,

What factors interfere with your ability to contribute to protection outcomes

Figure 3

Lack of protection staff or mainstreaming of...
Lack of technical capacity development
Lack of senior management...
Other
Length of time in location
All of the above
Lack of technical guidance
Risk of Persona Non Grata
No opinion

HCT, Protection Cluster, and an effective protection cluster were considered to be key actions by approximately 10% of respondents.[10]
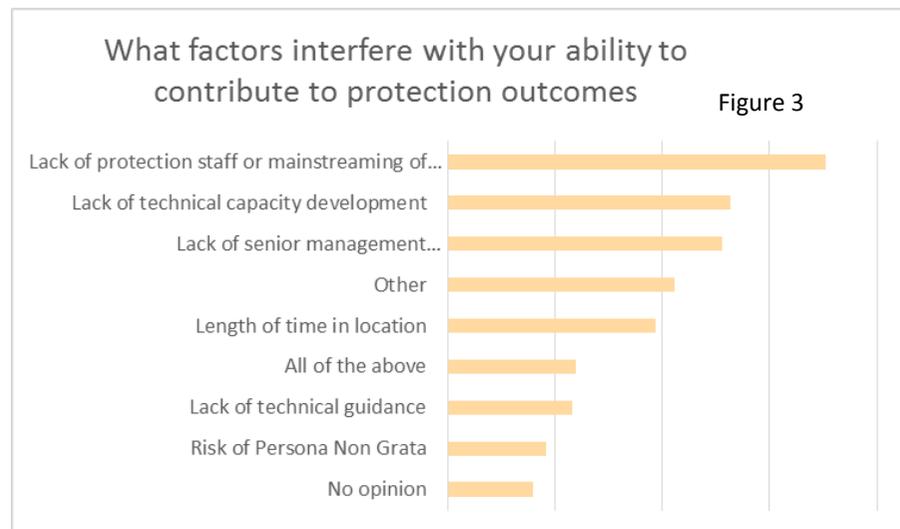
For their own organisation, there was a more decisive response around actions that were deemed necessary to facilitate the realization of protection outcomes. The key action identified by 38% of respondents was results oriented protection programming. The remaining responses were evenly distributed. These included collaboration with other actors (15%), use of local knowledge and capacity (12%), strong collaboration with national civil society actors (12%), mobilization of adequate financial and human resourcing (12%), training and mentoring of protection personnel (8%) and active participation in interagency coordination mechanisms (8%).

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[9] Respondents selected from a list of 8 options for the humanitarian system and 7 options for their own organizational response.
[10] No meaningful variation was observed in the responses from Protection Actors as compared with Non-Protection actors as there was an even recognition across sectors of the role that engagement with those directly affected by crises and the importance of mainstreaming protection.

Limited difference was found in responses from both **Protection-specific and other Humanitarian actors** as both placed emphasis upon the need for results oriented protection programming and had similarly diffused responses among the other listed actions. **Protection specific actors**, however, placed slightly greater emphasis on the importance of using local knowledge and capacity (18% compared with 11% from **other Humanitarian** sectors).

The qualitative responses emphasised the need for adequate staff and capacity building to be effective in facilitating protection outcomes. From an organizational perspective, respondents emphasized the need for protection mainstreaming, participation and involvement of local stakeholders, including the affected population, to engage with and draw upon local knowledge and capacity, in all phases of a project. Other actions identified are better analysis at the field level, having clear and measureable protection outcomes with concrete protection standards.

Changes in the policy framework

4. To what extent have humanitarian reform (2005) and the transformative agenda (2011) contributed to achieving better protection outcomes? And what about the Human Rights Up Front (HRUF) Agenda (2013)?

Respondents provided views on the extent that the **Humanitarian Reform** (2005)[11], **Transformative Agenda** (2011)[12], and **Human Rights Up Front** (2013)[13] agendas contributed to better protection outcomes and provided a qualitative response describing the key improvements and challenges to achieving better protection outcomes.

Generally, perceptions of the level of impact of these reforms are split amongst respondents; one third of respondents report that these reforms have improved protection outcomes to some extent "*partially.*" Comparatively speaking, humanitarian reform scored the highest (16%) among the policy agendas that contributed significantly to achievement of protection outcomes while the more

Table 2: Comparison of contribution of policy agendas					
	Significantly	**Partially**	**Limited**	**Not at all**	**No opinion**
Humanitarian Reform	16%	33%	24%	4%	23%
Transformative Agenda	13%	34%	24%	6%	23%
Human Rights Up Front	10%	23%	20%	8%	39%

recently rolled out Human Rights Up Front was lowest. Human Rights Up Front initiative scored the highest in terms of not contributing at all to the achievement of protection outcomes.

Respondents were equally distributed in terms of their views on the extent to which the Humanitarian Reform and Transformative Agenda contributed to better protection outcomes. Nearly half of respondents felt that the Humanitarian Reform and Transformative agendas had made a partial or significant contribution to achieving better protection outcomes while nearly a third of respondents indicated that both the Humanitarian Reform and Transformative Agenda had a made a limited contribution or not at all. Nearly a quarter of respondents stated that they did not know or had no opinion. A very small portion of respondents expressed the view that the humanitarian agendas had not contributed at all (less than 10%). (Table 2).[14]

Qualitative responses indicated that there have been some improvements in leadership, coordination and accountability, but that challenges still remain in terms of improving the overall effectiveness of the humanitarian system response in different crisis settings.

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[11] Humanitarian Reform Agenda: http://www.unocha.org/annualreport/2006/html/part1_humanitarian.html
[12] Transformative Agenda: http://www.humanitarianinfo.org/iasc/pageloader.aspx?page=content-template-default&bd=87
[13] Rights Up Front Initiative: http://www.undg.org/content/working_groups_networks/undg_human_rights_mainstreaming_mechanism/rights_up_front_initiative
[14] This close association was consistent across sectors, with the notable exception of respondents from the Food Security and Housing sector who suggested that the Transformative agenda had contributed (Significantly or Partially) more significantly than the Humanitarian agenda (58% as compared with 38%).

As one respondent stated in response to the question of what improvements and challenges there have been in line with the Humanitarian Reform and Transformative agenda:

> *The Protection Cluster is an extremely useful platform with which to bring to the fore protection issues in a particular context. However, UNHCR's position as lead agency has, in my experience, led to the weakening of the cluster and its ability to influence protection. I work in the context of an integrated mission, where UNHCR is inextricably linked to the DPKO mission, and does not appear to be able to stand up for humanitarian principles or protection within that structure - they see their priority as collaborating with the mission, as opposed to engaging in separate work while holding the mission accountable. As they also see their coordination role with the protection cluster as one that gives them an institutional authority over the cluster, this can cause conflict when they are supposed to be representing the cluster but in fact end up representing their own institutional interests. Particularly as an NGO protection cluster partner, we have found this to put us in a very difficult situation. While the cluster system has provided useful coordination mechanisms, the UN agency control over it can also stifle NGO independence, which is increasingly important in today's complex operating environments.*

In addition, the following improvements and challenges are most frequently cited across all respondents' open question statements:

Table 3: Improvements and Challenges	
Improvements	Challenges:
● Leadership	● Lack of accountability
● Coordination	● Poor Leadership
● Protection discussed in natural disaster settings	● Increased bureaucracy
● Change in leadership in HCT	● Lack of host commitment
● Additional levels of reporting	● UNHCR as lead
● Clarity of mandate	● Increased role of government in emergencies (in Middle Income Countries)
● More protection focused advocacy in conflict settings	● Funding constraints
● Construction of cluster system	● Access to vulnerable groups
● Better monitoring, use of data	● Fragmentation of protection mandate
● Coordinated interagency support	● Insecurity
	● Logistics

Negative factors that influence protection outcomes

5. What factors most interfere with your ability, as an individual, to contribute to positive protection outcomes?

When asked what factor most interferes with their ability to contribute to protection outcomes, lack of staff (35%), lack of technical capacity development (26%), and lack of senior management support (25%) were identified as the key obstacles. This finding is consistent with the reflection that lack of human and financial resources are a limiting factor at the organizational level which is also reflected in the qualitative feedback provided to Question 15 (Figure 3).

The lack of human resources (protection staff) and budget cited here is consistent with the findings from Questions 1 and 3 where lack of resources is cited as an (internal) trend impeding the achievement of protection outcomes and that actions to mobilize finances and human resources are critical to contributing to protection outcomes at the organizational level.

6. What factors influence senior management's active support for protection interventions?
   a) Within your own organization? b) for Humanitarian Country Teams

Given the importance that respondents place upon the support of senior management, it is useful to understand the factors that respondents believe influence senior management support for protection interventions.[15] According to the responses, the level of funding and the urgency of the threat are key factors for influencing senior management support for protection interventions at the HCT and individual organizational level. Nonetheless, there are also key differences. As explained below, evidence based analysis of threats is seen as a key influence at the organizational level but is essentially seen as irrelevant to HTC decision making. Conversely, media attention and attention from the UN Security Council are highly significant to the leadership of Humanitarian Country Teams and decidedly less important at the organizational level.

The most important factors influencing senior management's active support for protection interventions **within their own agencies** were organizational culture and commitment to addressing protection issues (45%). Following this, in equal parts, were the urgency of threats (31%), evidence based analysis of threats (31%) and programming capacity (30%).

The level of funding available and the urgency of the threat were considered to be important factors for senior management in all settings. Organizational culture and commitment to addressing protection issues were considered the most important internal

Factors influencing senior management support for protection interventions

Figure 4:

Legend: ■ a) Within your own organisation ■ b) Humanitarian Country Teams

factors influencing senior management support. Next in line was the scale and pattern of harm.
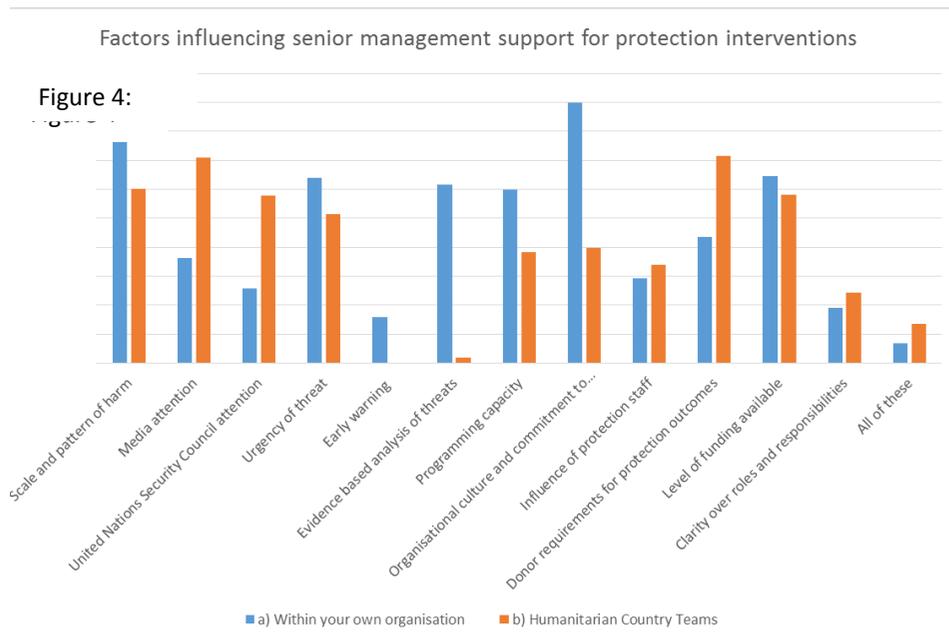
The most important factors influencing **Humanitarian Country Team Members** were Donor requirements for protection outcomes (36%) and media attention (35%). This was followed by the level of funding available (29%) and UN Security Council attention (28%). Evidence based analysis was thought to be an important factor for senior management within respondents' organizations (31%) but not a key influencing factor for senior management support in Humanitarian Country Teams (Figure 4).

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7.   Provide an example of how effective leadership has addressed protection problems either at HQ or in the field

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Respondents provided examples of how leadership had been effective in protection settings. Features of these leadership approaches included:

- Prompt response from management on budgetary and programming decisions
- Proactive and open dialogue at the country level with all parties to the conflict
- Advocacy and dialogue with the host government
- Prioritization and recognition of protection mainstreaming at management levels
- Delegation of responsibilities to field actors
- Exchange and sharing of information with staff and other agencies

Specific examples of effective leadership on protection, cited by respondents, include:

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[15] Respondents were asked to identify the three most important factors. Therefore the percentages reflect the percent of total respondents who selected these factors.

1. *When there is a concerted effort and backing at the highest levels, a lot can be achieved. For example, the UNAMA protection of civilians work is extraordinarily effective in advocacy, messaging, but also getting both sides to "speak" on the issue.*
2. *Management support for concerted efforts to respond to increased border restrictions affecting Syrian refugees. Focus on need for joined-up 'Whole of Syria' planning has contributed to a more credible Syria Response Plan for 2015 that gives more priority to protection and acknowledges the cross-border perspective for the first time (credit to OCHA for this).*

## Support to specific groups/issues

8. Does the categorization of different groups (IDPs, urbanites, non-uprooted) or types of protection problems (Gender Based Violence, Housing Land Property issues) affect the way in which humanitarian priorities are determined?

When asked whether the categorization of different groups and protection problems affects the way humanitarian priorities are determined, respondents overwhelmingly (77%) stated that it significantly or moderately affects prioritization. Only a small minority (6%) indicated that categorization of groups and problems does not affect prioritization.

There was some regional variability in the response to this question with respondents from the Americas finding the effect of categorization on prioritization to be a more significant factor than other regions (Figure 5).

Respondents stated that categorization by group and certain typologies of protection problem determines funding allocation.

Multiple respondents commented on the level of priority that tends to be given to Internally Displaced People and Gender Based Violence expressing differing views on the extent to which these particular groups tend to be prioritized. Some respondents indicated there was adequate or excess prioritization given to certain groups/issues. Other respondents expressed the view that priority is often given to issues or groups that are more visible, rather than a contextualised needs analysis.

. Effect of categorization, Regional Variation

Figure 5
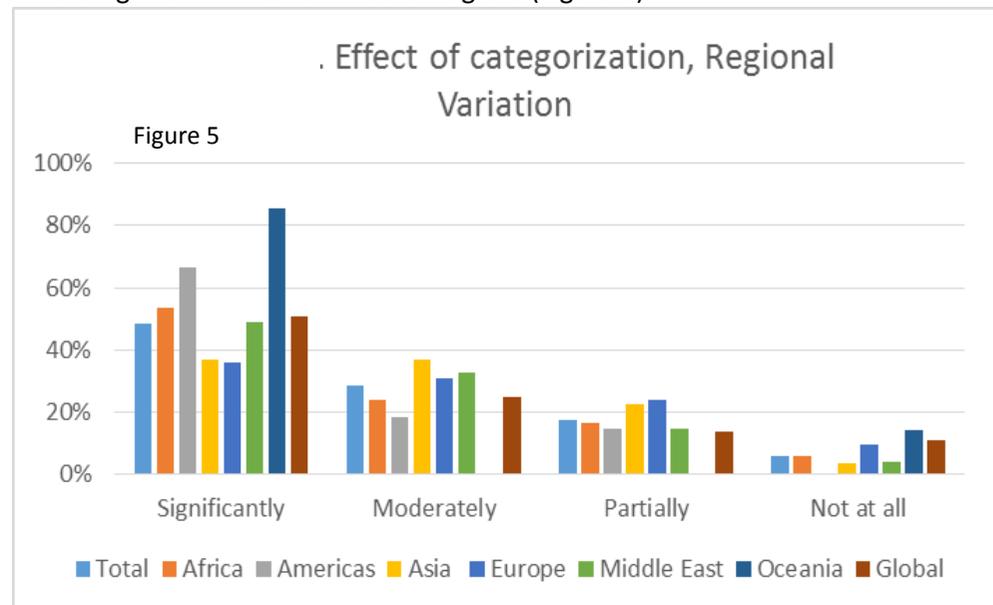
Comments from respondents point to some key challenges that agencies involved in protection face:

- Due to agency mandates and interests, agencies will advocate to address or elevate the profile of certain protection threats or categories of persons. For the same reasons, they may down-play other threats or at-risk categories. This can affect everything, including advocacy, response plans, and of course ultimate protection outcomes.
- Specialisation within the protection field, while beneficial in advancing protection know-how, has produced a compartmentalized approach, wherein patterns of violence, deprivation, and coercion that don't fit neatly into the AORs or agency SOPs and cookie-cutter responses, get ignored or deprioritized. The 'professionalization of protection', also delegitimizes local knowledge, skills and social capital. Most protection trainings are so top-down and so focused on what we can do to protect (e.g. INGOs and UN), they actually serve to alienate, delegitimise and marginalize local responders. We should not forget that people are the main actors in their own protection.

Effectiveness of Humanitarian tools

> 9. Which humanitarian tools, processes, and resources are the most critical for effective programming?

Involvement of the affected population was identified as the most critical factor for effective programming (47%), followed closely by training of staff (41%) and interagency coordination (36%). These requirements for effective programming are very much in line with other findings around the organizational and humanitarian system wide processes which are required, or are limiting factors for protection outcomes to be achieved.

This result is in sync with the finding from the survey carried out through the Protection Funding Study.[16] When asked how they could obtain better protection results, (field) respondents overwhelmingly (86%) signalled that more involvement of affected populations was the single most important action that could be taken accompanied by the need for professionalization of staff. The need for increased training and professionalization of staff were articulated consistently by field respondents and cluster coordinators surveyed in the Protection Funding Study.
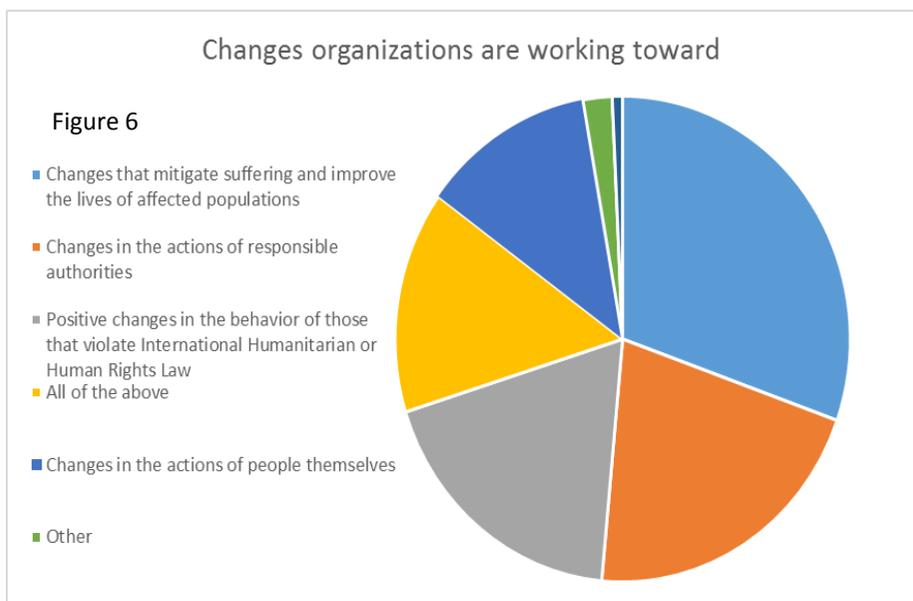
Organisational approach—Work toward change

> 10a. Which of the approach best describes the way your organisation undertakes protection work?
> 10b. What changes are you trying to achieve?

Most respondents, when asked to describe their organisation's approach to protection work indicated, in equal measure, that they were working towards building protective environments conducive to respect for international humanitarian and human rights law, taking a responsive and remedial approach and undertaking a proactive, preventative approach to protection

Respondents affiliated with UN Agencies and INGOs were split evenly across all of these categories. Nearly half of all respondents (48%) stated that they were working primarily toward changes that mitigate suffering and improving the lives of affected populations (Figure 6). A high proportion of the respondents responding in this way were affiliated with International NGOs (44%) while respondents from UN Agencies were more consistently working toward changes in the actions of responsible authorities.
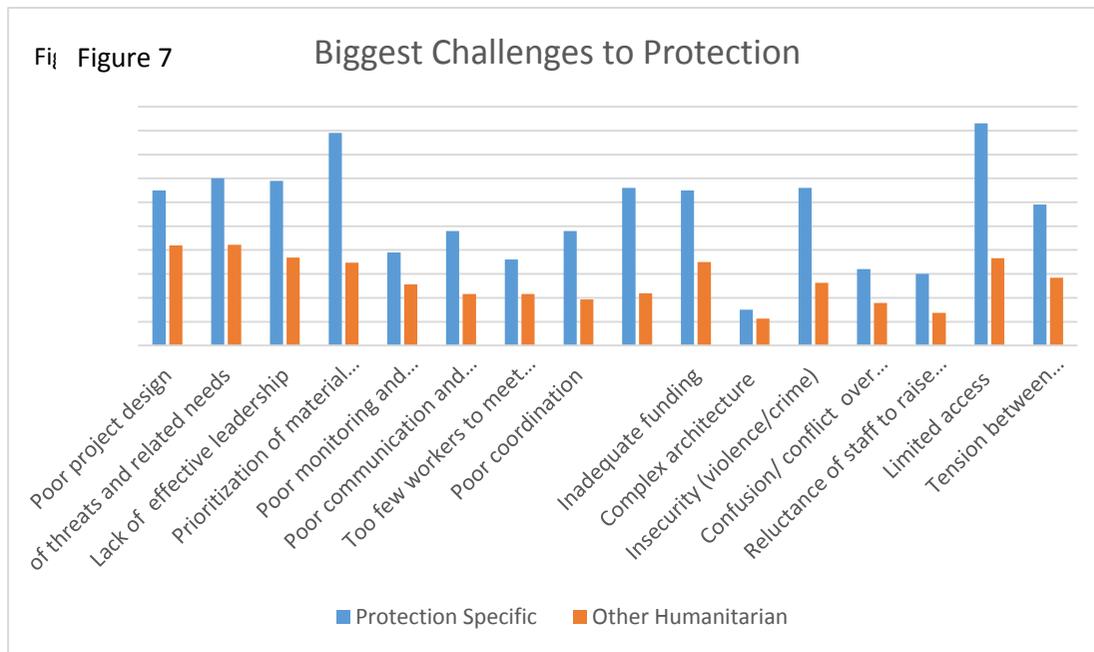

Changes organizations are working toward

Figure 6

- Changes that mitigate suffering and improve the lives of affected populations
- Changes in the actions of responsible authorities
- Positive changes in the behavior of those that violate International Humanitarian or Human Rights Law
- All of the above
- Changes in the actions of people themselves
- Other

Challenges affecting effective programming

> 11. What are the biggest challenges impeding effective protection programming?

Overall, responses were variable on the biggest challenges to protection programming with an even spread (25-29%) across issues of access, poor needs assessment, poor project design, prioritization of material assistance and lack of effective leadership. In addition to these challenges, identified by at least 25% of respondents, all of the challenges **included in the list** were recognised as barriers by at least 10% of respondents (with the exception of the humanitarian system's complexity 7%)

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[16] Global Protection Cluster, Study on Protection Funding in Complex Humanitarian Emergencies, pg 35;
http://reliefweb.int/sites/reliefweb.int/files/resources/protection-funding-study-final-report-1.pdf Murray and Landry, op. cit.,pg 35

However, **Protection specific and other Humanitarian Actors** were of different opinion concerning the biggest challenges to protection programming. The majority of Protection-specific actors considered limited access and prioritization of material assistance to be the main challenges impeding effective protection programming. Other humanitarian actors indicated that the most pressing issues were poor design and poor needs analysis (Figure 7). These differences in perception may be attributable in part to the different understandings of and approaches to protection needs.

Figure 7 Figure 7

Biggest Challenges to Protection

Poor project design | of threats and related needs | Lack of effective leadership | Prioritization of material... | Poor monitoring and... | Poor communication and... | Too few workers to meet... | Poor coordination | Inadequate funding | Complex architecture | Insecurity (violence/crime) | Confusion/ conflict over... | Reluctance of staff to raise... | Limited access | Tension between...

■ Protection Specific   ■ Other Humanitarian

Measurement of protection outcomes

12a. What methods do you use to measure protection outcomes?
12b. Examples of successes and challenges in measuring outcomes.

Qualitative reporting was the most common method cited by respondents when asked what methods they used to measure protection outcomes. Quantitative reporting of outputs was also used by a majority to measure protection results. System-wide indicators, which are the most infrequently cited method used are employed primarily by respondents in UN Agencies (Figure 8).[17] UN Agency respondents state that they use all of the methods described more than other respondents (45%). Respondents working specifically in protection indicated that they used qualitative reporting more frequently than other Humanitarian Actors (43% compared with 33%). There was also greater use of impact analysis to measure protection outcomes from actors working specifically in protection (33%) compared with other Humanitarian actors (25%).

Figure 7

Figure 8 **Methods to measure protection outcomes**

Qualitative reporting of outcomes | Quantitative reporting of activities/outputs | Impact analysis/assessment | External monitoring | System-wide Indicators | All of the above | No opinion | None | Other
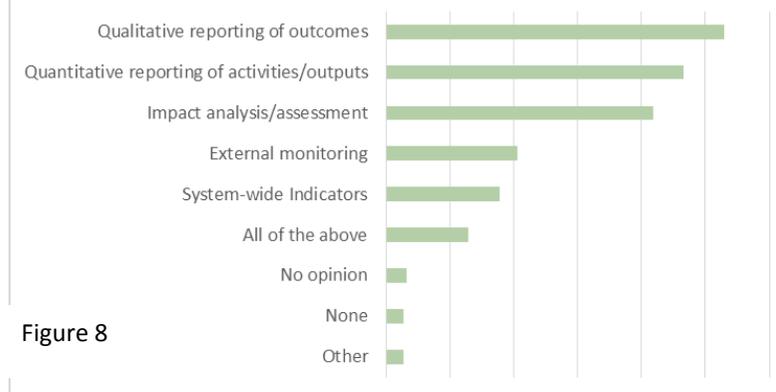
Figure 8

In the survey carried out by Murray and Landry in their study, "Placing Protection Funding in Complex Humanitarian Emergencies", GPC 2013, similar findings were reported.[18] .. Narrative reporting (or qualitative reporting) was the most frequently used approach for measuring protection results (30% of respondents) followed by Quantitative reporting of

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[17] The protection indicators used in UNHCR Operations include: Are there cases of arbitrary detentions, do returnees have access to individual identity documentation without discrimination, are returnees allowed to vote, percentage of Sexual Gender Based Violence Cases who received support. Source: Standards and Indicators in UNHCR Operations (2006) http://www.unhcr.org/40eaa9804.pdf; OCHA Indicators: http://www.humanitarianresponse.info/applications/ir and IASC Indicators have also been developed

[18] Murray, Julien & Landry, Joseph "*Placing protection at the centre of humanitarian action: Study on Protection Funding in Complex Humanitarian Emergencies*", GPC, 2013 http://reliefweb.int/report/world/placing-protection-centre-humanitarian-action-study-protection-funding-complex. The survey tested the hypothesis that results reporting is a major challenge facing the protection community. Narrative reporting (or qualitative reporting) was the most frequently used approach for measuring protection results (30% of respondents) followed by Quantitative reporting of outcomes (23%) and then quantitative reporting of outputs (14%). External monitoring or indicators developed by a third party were only used by 5-6% of respondent

outcomes (23%) and then quantitative reporting of outputs (14%). External monitoring or indicators developed by a third party were only used by 5-6% of respondents.[19] This confirmed the study's hypothesis that results reporting is a major challenge facing the protection community.

When asked to provide examples of successes and challenges in measuring outcomes, a number of respondents emphasized the unique role that context plays in identifying outcomes and indicators. The need to consider context, often shorter timeframes, and often limited funding are cited as chronic challenges in measuring outcomes within the humanitarian system. For example, respondents stated that "*Indicators are sometimes imposed by regional offices and do not correspond to country office needs/language;*" And "*normally used quantitative indicators are not reflective of the reality in protection programming, and qualitative indicators are too rarely used in the field*"

Respondents to the present survey provided examples of successes and challenges in measuring outcomes (Table 4). As one respondent stated as a way of framing the measurement of outcomes in humanitarian settings:

> *"Measuring" outcomes in humanitarian settings (particularly in conflicts) is extremely challenging and typically cannot be done in a meaningful way, particularly not as a routine activity. "Assessing" outcomes, allowing for qualitative assessments to enter into the equation, are more realistic. However, to do them in a meaningful way requires a nearly "academic" approach and the related time and resource: not impossible to do, but certainly not something that can be part of routine activities."*

Table 4: Successes and challenges in measuring outcomes as provided by respondents	
Successes	**Challenges**
• Well trained personnel, right tools and good coordination with local communities, government and other stakeholders • Most significant change discussions with varied stakeholders tends to capture the full extent of impact better (positive and negative) and leads to a better understanding of the impact in local context • Establishment and reinforcement of community-based mechanisms to promote locally-owned, grass-roots level HR protection, monitoring and reporting • Information management tools to collect reports from the field periodically (weekly and monthly, depending on the phase of the response); programme retreats • Participatory assessments involving key local partners and beneficiaries • Building the capacity of national institutions through new policies and internal structures. • Capacity of a Protection Cluster to widely agree on a clear and complete (but reasonable) set of indicators in the context of an HNO and SRP • Capacity of a Protection Cluster to effectively mainstream gender/ age/ diversity (at a minimum gender and age) in the indicators chosen by other Clusters to measure their outputs • Good harmonisation of protection indicators in the planning phase within an organization, were decentralization of protection programming is applied	• Developing capacity of a protection cluster within the context of a disaster situation • There is an inherent difficulty for protection actors to limit the measurement of impact in their action to quantitative indicators only. • The challenge is the lack of integration of the cultural dimension in the evaluation methodologies • Unable to quantify impact of violence on migrants, IDPs and affected population • To measure impact in a short period. Also to expect much to be achieved before the emergency is over...real impact is shown later; we would do better to focus on setting up well for development actors and then measuring how things went later • Lack of a reliable database on GBV and protection incidents • Insufficient staffing / funding / time to follow-up on cases of human rights violations (HRV) and ensuring longer-term protection after immediate risk is averted; little data is collected and provided by government and institutional counterparts on HRV encountered, case follow-up and management, e.g.: victim status, action taken re: perpetrators, etc. • The need for a more rooted culture of documentation in the tool by staff members which is also linked to professionalization • Qualitative reporting of outcome and lack of effective

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[19] Murray and Landry, op. cit.,pg 37

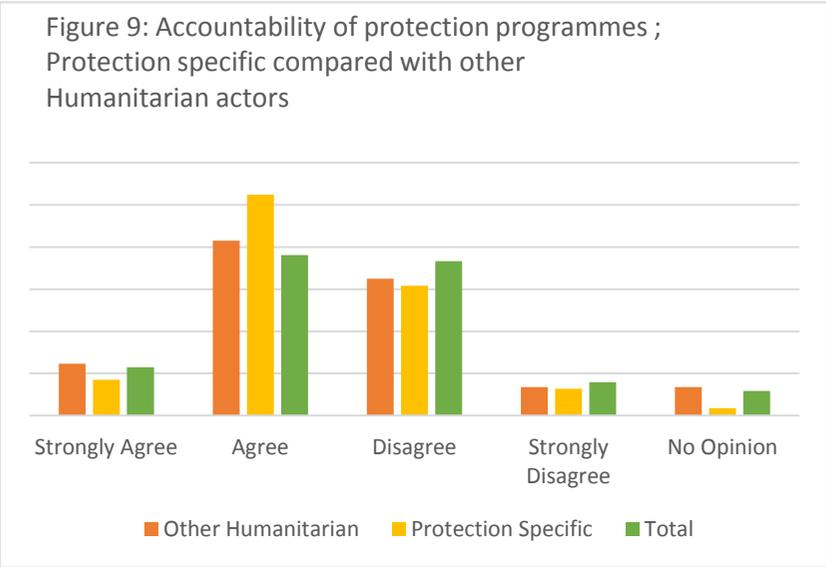|	
(e.g. across offices in a country)	leadership and senior management support
• Information management tools to collect reports from the field periodically (weekly and monthly, depending on the phase of the response); programme retreats and participatory assessments involving key local partners and beneficiaries	• Lack of standard procedures and tools for recording and assessing protection needs and intervention impact; in my organization each country typically develops its own
• Having a good and reliable information management system, using different Monitoring and Evaluation tools such as Balanced Scorecard, post demining impact assessments, and landmines and livelihoods survey	

Accountability to groups

13. Are current protection programmes accountable to affected populations?

Linked to the issues of prioritisation of different groups and issues is the question of whether current programmes are addressing the protection needs of at-risk people. Respondents were asked to indicate their level of agreement or disagreement with the statement that current protection programmes are accountable to affected populations.

Respondents were divided on whether current protection programmes are accountable to affected populations: 38% of respondents agreed with the statement and 37% of respondents disagreed. This reflects both the diversity of respondents' perspective and suggests that not all protection programmes are of equal quality or able to deliver equitable impact to affected populations.[20]

Opinion is particularly strong amongst respondents working specifically in protection. Respondents working directly in child protection, multi-sector and protection in general most often 'strongly agreed' that current protection programmes are accountable to affected populations (Figure 9).

Figure 9: Accountability of protection programmes ; Protection specific compared with other Humanitarian actors

Legend: Other Humanitarian, Protection Specific, Total
Categories: Strongly Agree, Agree, Disagree, Strongly Disagree, No Opinion

Overall, across all respondents, nearly as many respondents disagreed (37%) as agreed (38%) with the survey's statement that current protection programmes are accountable to affected populations. [21]

Disaster response

14a. Do disasters (earthquakes, climate-related events such as cyclones/hurricanes, drought) require different responses by key stakeholders (such as national/local authorities, humanitarian actors) than conflict settings?
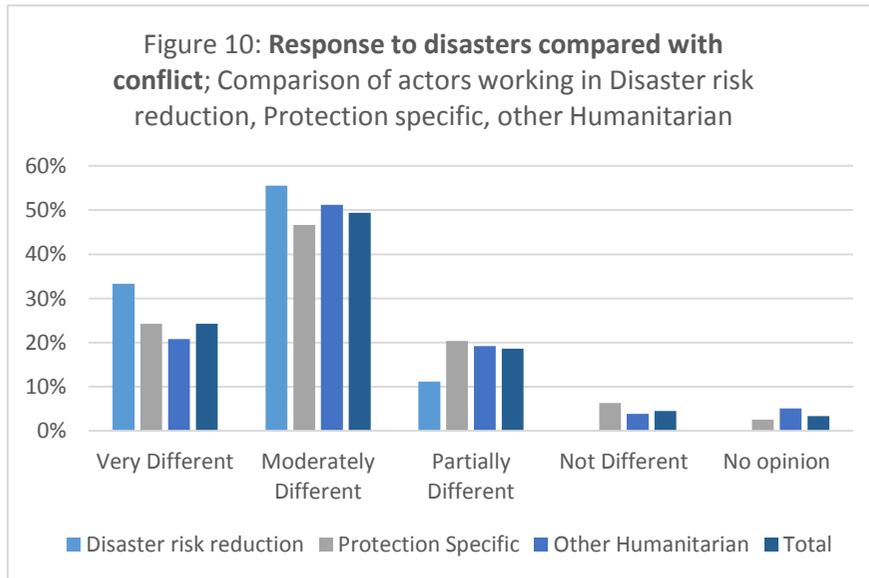
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[20] There is a small difference in the perception of respondents working in the Protection sector compared with those not working directly in protection. 61% of those working in Protection report that they agree or strongly agree with the statement compared with 54% of respondents not working directly in Protection; this is compared with an overall 49% of respondents. 24% of respondents reported that the contexts and challenges for disasters and conflicts are very different, 49% stated that they were moderately different, 19% stated that they were partially different and 4% said that they were not different while only 3% had no option. This finding was consistent across regions.

[21] Those respondents working in coordination activities more often strongly disagreed that protection programmes are accountable to affected populations. Compared with 80% of those working in shelter activities and 100% of those working in Emergency Communications who considered protection programmes accountable.

Disasters and conflict settings are viewed by a majority of respondents as different challenges requiring different responses by key stakeholders. Overall, respondents reported that there was a moderate difference in approach ("*Moderately Different*") with disaster relief compared with other humanitarian interventions.[22] By and large, it appears that respondents did not take into account the occurrence of disasters in conflict settings.

Respondents working directly in disaster risk reduction consistently report that the approach taken with disaster relief is different to other humanitarian settings (Figure 10). As such, 33% of those working in disaster risk reduction report that the contexts and challenges are very different (as compared to an overall average of 24%).

"*In natural disasters you have to work fast to save many lives. In conflicts you have to work slowly and carefully to not put people at greater risk.*"

Figure 10: **Response to disasters compared with conflict**; Comparison of actors working in Disaster risk reduction, Protection specific, other Humanitarian

Respondents commented that although the response to disaster relief and other humanitarian interventions can have similarities: "*In both situations, the issue remains the protection of the human rights of those affected and as such the broad mechanisms and responses remain the same.*" And "*the most vulnerable groups will need protection; a lot of people will be displaced.*"

Some respondents make a differentiation between different types of emergency contexts citing specifically the different political dynamics in war and non-war zones.

The politicization of many humanitarian interventions in conflict settings distinguishes them from humanitarian responses in the aftermath of disasters. Additionally, in conflict settings, the role of the host government may be contested or the state may be a party to the conflict. A large factor determining the nature and scale of humanitarian responses revolves around a state's willingness to support the people who are displaced. As one respondent stated, "*The political dynamics of protection in disasters is rarely as challenging as conflicts, which can seriously divide civil society, erode community protection capacity, polarize local actors, and create an environment totally hostile to external protection actors.*" In addition, conflict settings can require more security considerations. Respondents also expressed the view that humanitarian organizations tend to be more welcome in disaster settings where as in the case of conflict settings, authorities may not be amenable to assistance from humanitarian bodies.

There is also a perceived difference in the nature of and timeline for the response:

The key difference is that recovery from isolated, rapid onset disasters is more linear and expected within 12 months, while conflict settings are complex and often lead to protracted crisis and displacement requiring longer term programme response and funding.

As one respondent described, there is a difference in the political will in disaster and conflict settings:

Usually, disasters have government commitment to protect people and they make the efforts necessary to do so (though not always successful). International actors support these efforts, not always fully successfully but they operate in an enabling environment and their responses are usually well targeted. Whereas the reverse is true in the kinds of conflict we witness today. State and non-state actors are mostly actively geared to targeting civilian populations seen to be in opposing camps, and not to protecting them. Receiving governments do try to protect

civilians by their very act of allow people in but are often under-resourced and face unrest by local populations if they are seen to prioritize the former over the latter

Issues of sovereignty are seen to be less challenging in disaster settings which means that dialogue between actors can be less complicated:

While issues of international responsibility may arise even in case of natural disasters (e.g. when the affected State is unable to cope with the situation and yet opposes an unjustified refusal to receive international humanitarian support), natural disasters do not trigger UN mechanisms/ organs in charge to maintain peace and security, or other institutions in charge to determine accountability for conflict-related most serious crimes (e.g. ICC or other treaty-based Criminal Courts). Hence, the issue of national sovereignty tends to be less sensitive for the affected State. As a consequence, an international humanitarian response is generally less challenged, particularly the presence of protection/human rights actors and interventions.

In a post-conflict situation, the achievement of durable solutions may be charged with additional difficulties. This is particularly true when forced displacement follows conflict dynamics and when population movements reflect the evolving control over territory by the different parties in conflict

Respondents noted that disasters can evoke a community response which may be different in conflict settings according to political and ethnical affiliation. Also, self-protection mechanisms exist in conflict settings which can have an impact on the way that an intervention is carried out:

Natural disasters usually bring people together within a nation and between nations whereas the nature of conflict is volatile.

Working toward a more effective system

> **15. What changes are needed for the humanitarian system to be more effective in enhancing protection? Operationally? Strategically? Other?**

Respondents were asked to provide **qualitative** feedback on what changes are needed to the humanitarian system Strategically, Operationally, and more broadly.

Better achievement of protection outcomes through operational changes.

There is an (expected) overlap across the operational and strategic spheres whereby many of the issues that emerge in the operational discussion also come through in identifying strategic changes needed for better achievement of protection outcomes. These include strategic changes in leadership, funding, and coordination.

Coordination: The need for effective coordination is mentioned perhaps more than any other aspect (mentioned 55 times). This includes mention of the need for stronger and more effective coordination between specific agencies as well as across sectors within the humanitarian system. Respondents also stress the need for better coordination to ensure that a common understanding and definition of protection is shared. The need for field level and HQ coordination is also described as well as coordination with affected populations.

- *Humanitarian leadership needs to improve coordination on protection--prioritizing actions to improve protection and mitigating bureaucratic competition conflict between agencies.*

- *Coordination among agencies and adopting common approaches to implementing humanitarian aid.*

- *Better communication, coordination, and collaboration between humanitarian actors and peacekeeping forces to ensure better protection of civilians*.

Funding: The need for increased funds and resources is a common theme across respondents (mentioned 32 times). The need for increased funding for protection programming is cited frequently as well as the need for donor funding for specific programming. The need for longer-term funding is also consistently mentioned in order to make programming more predictable as well as more flexible. Specifically, respondents stated that there was a need for:

- *Dedicated donor funding (and supportive funding modalities) for innovative protection programs and advocacy*

- *Increased funding for protection programming*

- *Greater analysis of why our own funding and programming modalities restrict our ability to engage with local actors and deliver protection outcomes over the longer term*

Training and capacity: An increase and improvement in training (mentioned 15 times) and capacity building (mentioned 17 times) was mentioned consistently among respondents as an area requiring attention. Respondents indicated that field and local level capacity building was a need facing the humanitarian system as well as training at across protection staff at all levels. This was described by respondents as follows:

- *More training/capacity building and practical tools for staff to mainstream protection in the sectors they work in*

- *Increased capacity of humanitarian agencies to work horizontally in-country with a wider set of local actors (not just favored local implementing partners)*

- *Continuous need to build protection (technical) capacity, need for much more joint protection analysis and willingness to seek opportunities to coordinate and complement each other's protection work & efforts*

Leadership: Effective leadership on protection issues is mentioned frequently (18 times). Respondents state that there is a need for "*better*", "*real*", "*effective*", "*upfront*", "*strong*", "*more competent*" leadership from specific humanitarian bodies and agencies[23] and across the humanitarian system.

Staffing: The challenges surrounding human and financial resources is a common refrain both in the qualitative and quantitative questions. Respondents mention the need for high quality, committed staff is mentioned by a number of respondents (11 times). This includes the need for high(er) quality staff and a commitment which could be fostered by consistent employment through long-term contracts.

- *Dedicated protection staff, including direct implementing personnel. In situations of active conflict, it is rarely possible to rely on local actors or civilians to deliver protection programmes.*

Other operational issues highlighted by respondents:

- **Protection cluster effectiveness:** *Protection Clusters need to be more effective in producing strong analysis of threats that undermine the safety and dignity of at-risk groups and increase needs of the population and helping to develop strategies that go beyond programmatic response to define desired outcomes, and define concretely engagement with the broader HCT, Government and parties to conflict, other actors such as UN missions. HCs and HCTs need to ensure protection activities are embraced and pursued beyond the cluster and/or protection mandated agencies (be it advocacy, protection mainstreaming, strategic planning, etc.).*

- **Definition:** A clearer understanding of what protection is (i.e. not limited to the delivery of material aid) is required to enhance the operations facilitating protection outcomes. There is currently a limited/narrow understanding of what amounts to operational, which, as a result, amounts to a lack of support, prioritization, resources etc. for certain critical areas of protection (e.g. human rights work) which might not involve the delivery of material aid.

Better achievement of protection outcomes through strategic changes

As stated previously, many of the issues, particularly around changes in leadership, funding, and coordination touch upon operational and strategic changes and challenge. Some of the main themes drawn from the qualitative responses provided are reflected here.

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[23] Including UNHCR, OCHA, RC, HC, HCT

Protection Mainstreaming: Mainstreaming of protection across clusters, sectors and into humanitarian approaches is a key theme described by respondents (mentioned 22 times). The need to integrate protection into all aspects of humanitarian programming and mainstreaming protection into all sectors is cited consistently. As one respondent described:

> *It very much boils down to ensuring that protection becomes everybody's responsibility, and is meaningfully embedded across humanitarian mechanisms and processes - centrality of protection. But it also very much depends on a better understanding of what protection is and what we are, as a community, trying to achieve (which should systematically include the prevention and response to risks and violations of IHRL and IHL), by making the most of our different areas of expertise and mandates. Humanitarian Coordinators need to take more ownership of the system's responsibility to achieve protection outcomes, and they need to either have better knowledge and expertise of the relevant bodies of law, or have better support systems, whether through OCHA or an embedded Human Rights Advisor, for example. Protection Clusters need to work in a more systematic and predictable manner across crises so that the response of, what is very often a similar group of actors, becomes more efficient - better understanding of who does, what and how. The humanitarian community needs to work better with national authorities and non-state actors and engage the affected community throughout. Protection must address the needs of all affected communities, and not just IDPs. The humanitarian system must also bear donors much more to account for ensuring the centrality of protection is operationalised, by prioritising protection, and not limiting themselves to supporting 'whom they know' but to what the real needs are. When human rights concerns, considerations and violations are at the heart of the cause and/or consequence of a given crises, human rights work and human rights protection must be integrated as a core tenet of overall humanitarian preparedness and response efforts.*

Leadership: As in the previous section, the critical and strategic role of leadership is a main focus of the responses (mentioned 16 times in qualitative responses). In term of strategic leadership to improve protection outcomes, the focus amongst respondents is around commitment from leadership to promote accountability and prioritization of protection in the response. This includes leadership across agencies and from government to support strategies for translating protection policies into practice. The perspective is that protection must be prioritised in order for protection outcomes to be achieved and this must come leaders in the system to be possible.

Accountability: Accountability was cited as a priority for the humanitarian system (11 mentions). There was a common perception that accountability is a challenge for the humanitarian system and that accountability is required at multiple levels: government actors, leadership from the Global Protection Cluster, donors, individual agencies and leadership at all levels (global, regional, agency, and inter-agency). It was also suggested that protection should be the responsibility of the entire humanitarian system rather than only the protection cluster. As such there should be clear processes for ensuring accountability across the system.

Advocacy: Advocacy was a recurring theme in responses (11 mentions). As one respondent articulated, there is a need for collective advocacy and/or strategic/coordinated advocacy as too often, agencies play off of each other. This was supported by other respondents who expressed that it is important that there is a role for the GPC to continue to provide technical and advocacy support to protection clusters in the field.

Other salient issues

Timing: Respondents highlighted the challenges that emerge due to the timeframe of humanitarian crises where there is often urgency to respond but where the intervention required is protracted due to the severity and complexity of the needs in the field. Also, there are time-bound challenges around reporting, for instance, where results indicators are designed with unrealistic timelines or where field operations are limited by temporary deployment of staff with limited capacity and time-bound interests who look for more short-term deliverables.

Defining protection: The lack of clarity around what protection practically involves presents a challenge in itself. As one respondent stated, "*the relatively vague definition of protection makes it extremely difficult to advocate for protection and protection mainstreaming among non-experts*." Some respondents also suggested that the lack of a common practical starting point across agencies complicates already challenging coordination mechanisms.

Annex 1: Survey questionnaire

Whole of System Review Survey

Introduction
Thank you for taking the time to complete this survey that is part of the Independent 'Whole of System' Review of Protection in Humanitarian Crises. This survey is concerned with the non-refugee humanitarian case load; this means it is focused on those covered by the Strategic Response Plan. This survey should take you approximately 20 minutes to complete.

The Chatham House rule applies to all information generated by this survey. This means that the survey will not reveal the identity or affiliation of respondents unless they indicate otherwise. Thus, please note that, for the purposes of this survey, disclosure of identifying information is optional.

The 'Whole of System' Review was initiated by the Global Protection Cluster (GPC) Task Team in line with the IASC (Inter-Agency Standing Committee) Principals decision (December 2013) concerning "the commissioning and implementation of a whole-of-system review of protection in humanitarian crises". It was motivated in part by the findings of the UN Secretary General's Internal Review Panel report on United Nations Actions in Sri Lanka and subsequent adoption, by the UN, Human Rights Up Front Action Plan.

The objective of the Review is to assess "the performance of the humanitarian system in achieving protection outcomes, with a view to identifying measures to ensure the centrality of protection in humanitarian action" in line with an IASC Principals Statement (December 2013) on the centrality of protection in humanitarian action.

The scope of review is based around three key questions:
- What is the current humanitarian response system for protection and how is it intended to work?
- How is that system functioning in practice?
- What actions are needed to ensure more effective and consistent achievement of protection outcomes in the humanitarian system?

Key terms: The definition of Protection, endorsed by the IASC, concerns "all activities aimed at obtaining full respect for the rights of the individual in accordance with the letter and the spirit of the relevant bodies of the law (i.e. international human rights, humanitarian and refugee law).

"The Humanitarian System, in the context of this survey, refers to national and international actors such as the UN, NGOs (Non-Governmental Organisations), Red Cross/Red Crescent Movement, national/local authorities, Donors and others who employ a range of mechanisms and processes that aim to protect and support individuals and communities adversely affected by emergencies (e.g. disasters, armed conflict, complex emergencies).

Protection outcomes, in the context of this survey, refers to the results of decisions, actions and programmes, geared to helping at-risk groups and individuals enhance their safety, survival chances, and dignity in situations of humanitarian concern.

General information

First we would like some general information about yourself and your organisation.

a. Who are you?

This information is optional

Name [   ]

Organisation [   ]

Role [   ]

b. Gender
- ○ Male
- ○ Female

c. Type of organisation or constituency
- ○ UN Agency
- ○ UN Peace Operations
- ○ Red Cross/Red Crescent Movement
- ○ Affected group/community representatives or affected individual
- ○ Civil Society organisation
- ○ Local authority
- ○ National authority of an affected state
- ○ International Non Governmental Organisation
- ○ National or local Non Governmental Organisation
- ○ Donor government
- ○ Academic organisation/Think Tank
- ○ Other, please specify _____

d. Years of experience in humanitarian action

Please select one.
- ○ 0-2
- ○ 3-5
- ○ 6-9
- ○ 10+
- ○ 20+

e. What activities/tasks are your primary focus?

Please choose up to two.
- ☐ All/Multi-sector
- ☐ Advocacy
- ☐ Camp coordination and camp management
- ☐ Child protection
- ☐ Coordination
- ☐ Disaster risk reduction
- ☐ Early recovery
- ☐ Education
- ☐ Emergency telecommunications
- ☐ Food security
- ☐ Health
- ☐ Housing, land, and property
- ☐ Gender based violence
- ☐ Logistics
- ☐ Mine Action
- ☐ Nutrition
- ☐ Policy

- ☐ Protection
- ☐ Shelter
- ☐ Water, sanitation, and hygiene
- ☐ Other, please specify... _____

f. Region where you currently work.
- ○ Africa
- ○ Americas
- ○ Asia
- ○ Europe
- ○ Middle East
- ○ Oceania
- ○ Global

g. Where are you based?
- ○ Headquarters
- ○ Regional Office
- ○ National Office
- ○ Sub-national Office
- ○ Other, please specify... _____

h. Are you employed as...
- ○ National
- ○ International
- ○ Other, please specify... _____

Protection General

1. What trends generate or exacerbate protection problems?

Please indicate what you consider to be the most important trend (select 1) from each of the categories: Contextual, External, and Internal

Contextual	
	○ Changing nature of warfare (asymmetrical, targeting civilians etc)
	○ Increased number of non-state armed groups
	○ Increased incidence or severity of disasters associated with natural hazard events
	○ Disasters in conflict settings
	○ Other situations of violence including civil unrest and urban violence
External	○ Perception that humanitarianism is Western driven
	○ Limitations imposed by counter-terror legislation
	○ Use of humanitarian programs to advance political/military agenda
Internal	○ Lack of access and/or insecurity for humanitarian personnel
	○ Increased use of remote management tools
	○ Lack of coordination between humanitarian & other development actors
	○ Prioritization of institutional interests over humanitarian concerns
Other important trends or influences, please list here:	[ ]

2. What agencies or actors are best placed to reduce the incidence of protection problems?

Please select all that apply.
- ☐ Parties to the conflict
- ☐ Donor governments

- ☐ UN Member states
- ☐ Affected State authorities
- ☐ Non State Armed Actors
- ☐ Regional States
- ☐ UN Peace Operations/Integrated missions
- ☐ UN Political Missions
- ☐ Regional Organisation's Missions (e.g. African Union, UNISOM)
- ☐ OCHA
- ☐ OHCHR
- ☐ UNHCR
- ☐ UNICEF
- ☐ ICRC
- ☐ INGOs
- ☐ National civil society
- ☐ Affected Populations
- ☐ Media Actors
- ☐ Other, please specify... _____

Protection outcomes:

3. What Humanitarian actions facilitate the realization of positive protection outcomes?

Please answer the question for each category: a) the Humanitarian System and b) your own organisational response c) other factors

a) Humanitarian System

- ○ Acknowledgement of, or support for, the self-protection strategies of those directly affected by crises/disasters
- ○ Effective coordination of the crisis/disaster-specific humanitarian strategy and approach
- ○ Leadership: ERC, IASC, HC, HCT, Protection Cluster
- ○ Mainstreaming protection in all clusters/sectors
- ○ Effective Protection cluster
- ○ Prioritization of protection in Strategic Response Plans
- ○ Meaningful UN and Non-Governmental Organisation partnerships (equal, transparent, complementary)
- ○ Use of local knowledge and capacity

b) Your own organisational response

- ○ Results oriented protection programming (clear strategy, appropriate objectives, monitoring & measurement of outcomes)
- ○ Active participation in inter-agency coordination mechanisms.
- ○ Strong collaboration with national civil society actors
- ○ Use of local knowledge and capacity
- ○ Mobilization of adequate financial and human resourcing
- ○ Training and mentoring of protection personnel
- ○ Collaboration with other actors contributing to protection outcomes

c) What other actions shape your organisation's ability to achieve, or contribute to outcomes that enhance protection?

4a. To what extent have the humanitarian reform (2005) and transformative agenda (2011) contributed to achieving better protection outcomes? And what about the Human Rights Up Front (HRUF) Agenda (2013)?

Humanitarian Reform (2005)	Humanitarian Reform Transformative Agenda (2011)	RUF Agenda (2013)
○ Significantly	○ Significantly	○ Significantly
○ Partially	○ Partially	○ Partially
○ Limited	○ Limited	○ Limited
○ Not at all	○ Not at all	○ Not at all
○ No opinion/Don't know	○ No opinion/Don't know	○ No opinion/Don't know

4b. What have been the key improvements/and or challenges in your view to achieving better protection outcomes in line with the Humanitarian Reform and Transformative agenda?

5. What factors most interfere with your ability, as an individual, to contribute to positive protection outcomes?
Please select the top 2 factors

☐ Lack of senior management support/leadership
☐ Lack of technical capacity development (training and/or mentoring)
☐ Lack of dedicated protection staff and/or mainstreaming of protection concerns
☐ Lack of technical guidance (other sector specialists only)
☐ Risk of Persona Non Grata
☐ Length of time of deployment/service in location
☐ All of the above
☐ Other, please specify... _____
☐ No opinion

Prioritizing Protection and Programming

6. What factors influence senior management's active support for protection interventions?
Please select the three most important factors.

	Scale and …	Media …	United Nations	Urgency of …	Early …	Evidence …	Programmin…	Organisatio…	Influence of …	Donor …	Level of …	Clarity over …	All of these
a) Within your own organisation	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
b) Humanitarian Country Teams	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐

7. Can you please provide an example of how effective leadership has addressed protection problems, either at HQ or in the field?

8. Does the categorization of different groups (IDPs, urbanites, non-uprooted) or types of protection problems (Gender Based Violence, Housing Land Property issues) affect the way in which humanitarian priorities are determined?

○ Significantly
○ Moderately
○ Partially
○ Not at all

Please explain

9. Which humanitarian tools, processes, resources are the most critical for effective programming?
Please choose the three most important factors.

☐ Standardized indicators and monitoring
☐ Inter-agency coordination
☐ Effective Protection Cluster

- ☐ Inter-Agency coordination of needs assessments
- ☐ Professionalization/training of staff
- ☐ Multi-year financing
- ☐ Meaningful involvement of affected population throughout the programme cycle
- ☐ The overall humanitarian strategy is designed to be protective
- ☐ Desired protection outcomes are clearly defined in the overall humanitarian strategy
- ☐ No opinion
- ☐ Other, please specify... _____

10a. Which of the following approaches best describes the way your organisation undertakes protection work?:

- ○ Proactive pre-preemption, or prevention of violations or harm
- ○ Responsive and remedial
- ○ Contributing to building environments conducive to upholding respect for fundamental humanitarian norms and human rights standards.
- ○ None of the above
- ○ All of the above
- ○ Other, please specify... _____

10b. What changes are you trying to achieve?

Select the top 2 priority changes

- ☐ Positive changes in the behavior of those that violate International Humanitarian or Human Rights Law
- ☐ Changes in the actions of responsible authorities
- ☐ Changes in the actions of people themselves
- ☐ Changes that mitigate suffering and improve the lives of affected populations
- ☐ All of the above
- ☐ Other, please specify... _____
- ☐ No opinion

11. In your opinion, what are the biggest challenges impeding effective protection programming?

Please select the top 3

- ☐ Poor project design/lack of clarity of intended outcomes
- ☐ Poor assessment of threats and related needs
- ☐ Lack of effective leadership & senior management support
- ☐ Prioritization of material assistance over protection programming
- ☐ Poor monitoring and evaluation
- ☐ Poor communication and consultation between government authorities/Non State Armed Actors (NSAAs) and international actors.
- ☐ Weak presence -too few aid workers/organisations to meet needs
- ☐ Poor coordination
- ☐ Inadequate prioritization of protection staff and resources by humanitarian organisations
- ☐ Inadequate funding
- ☐ Complex architecture of the humanitarian system
- ☐ Insecurity (violence/crime)
- ☐ Confusion or conflict over mandates and definitions
- ☐ Reluctance of staff to raise sensitive issues
- ☐ Limited access to certain areas/populations
- ☐ Tension between humanitarian and other (political, developmental, etc) objectives

12a. What methods do you use to measure protection outcomes?

Please select all that apply.

- ☐ Quantitative reporting of activities/outputs
- ☐ Qualitative reporting of outcomes
- ☐ System-wide Indicators
- ☐ Impact analysis/assessment

☐ External monitoring
☐ None
☐ All of the above
☐ Other, please specify… _____
☐ No opinion

12b. Please provide examples of successes and challenges in measuring outcomes

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13. Current protection programmes are accountable to affected populations.
Please indicate your level of agreement or disagreement with the statement:
○ Strongly Agree
○ Agree
○ Disagree
○ Strongly Disagree
○ No Opinion

14a. Do disasters (earthquakes, climate-related events such as cyclones/hurricanes, drought) require different responses by key stakeholders (such as national/local authorities, humanitarian actors) than conflict settings?
○ Very different. The contexts and challenges have few similarities.
○ Moderately different. There are a few similarities but the overall approach will be significantly different.
○ Partially different. There are a few specific differences but the overall context and disaster response are largely similar.
○ Not different. The approaches are nearly the same.
○ No opinion

14b. Please explain what these differences are

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15.What changes are needed for the humanitarian system to be more effective in enhancing protection

Operationally   ┌─────────────────┐
                 └─────────────────┘

Strategically   ┌─────────────────┐
                 └─────────────────┘

Other   ┌─────────────────┐
                 └─────────────────┘

16. Any other comments?

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Annex 2: Number of respondents to individual

#	Type	Sub-questions (a, b, c)		
Responses to individual questions				
1	Multiple choice	521	455	512
1a	Qualitative	100		
2	Multiple choice	527		
3	Multiple choice	532	520	
3c	Qualitative	205		
4a	Multiple choice	501	503	479
4b	Qualitative	291		
5	Multiple choice	528		
6	Multiple choice	454	425	
7	Qualitative	224		
8a	Multiple choice	448		
8b	Qualitative	241		
9	Multiple choice	455		
10	Multiple choice	436	438	
11	Multiple choice	444		
12a	Multiple choice	440		
12b	Qualitative	157		
13	Multiple choice	428		
14	Multiple choice	425		
14b	Qualitative	234		
15	Qualitative	253	249	97
16	Qualitative	78		